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ABSTRACT

The Home Start Program objectives are: (1) to involve parents directly in the educational development of their children; (2) to help strengthen in parents their capacity for facilitating the general development of their own children; (3) to demonstrate methods of delivering comprehensive Head Start-type services to children and parents for whom a center-based program is not feasible; and (4) to determine the relative costs and benefits of center- and home-based comprehensive early childhood development programs, especially in areas where both types of programs are feasible. This guide presents: Home Start Program Components and Requirements; The Delivery of Home Start Services; Selection of Home Start Program Locations; Recruitment of Families for Home Start; Training of Home Start Staff; Administration of Home Start Programs; and Evaluation. (DB)

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THE HOME START PROGRAM: GUIDELINES

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THE HOME START PROGRAM: GUIDELINES

I. INTRODUCTION

In March, 1971, Dr. Edward Zigler, Director of the Office of Child Development (OCD), announced the development of a new program during Fiscal Year (FY) 1972. The program, Home Start, is a home-based program demonstrating alternative ways of providing Head Start-type comprehensive services for young children in their homes. Home Start focuses on enhancing the quality of children's lives by building upon existing family strengths and utilizing parents in their role as the first and most important educators of their own children.

There will be fifteen Home Start programs in operation throughout the country by mid-March, 1972. These programs will be adjuncts of existing Head Start programs or Community Action Agencies and will be funded by supplemental grants to the existing agency. Home Start programs will serve additional children in the same age range (3-6) and eligibility as children currently served in established Head Start programs.

Although each Home Start program will fulfill all the basic requirements described in these Guidelines, the programs may vary to meet local needs and characteristics.

II. HOME START PROGRAM OBJECTIVES

a. To involve parents directly in the educational development of their children.

b. To help strengthen in parents their capacity for facilitating the general development of their own children.

c. To demonstrate methods of delivering comprehensive Head Start-type services to children and parents (or substitute parents) for whom a center-based program is not feasible.

d. To determine the relative costs and benefits of center- and home-based comprehensive early childhood development programs, especially in areas where both types of programs are feasible.

III. HOME START PROGRAM COMPONENTS AND REQUIREMENTS

All Home Start programs must meet the following requirements.

1. The program must be essentially home-based, in contrast to center-based.
2. The program must be adjuncted to or sponsored by an existing Head Start program, Community Action Agency (CAA), or other agency which by law and regulation is capable of receiving a supplemental grant for Head Start. This agency will be the fiscal agent for the Home Start program.
3. The program must develop a local Parent Policy Committee based to the extent possible on OCD Head Start Regulation Number 70.2. In those instances where the grantee already operates a Head

Start program, it is encouraged that the Head Start Policy Council be enlarged to include Home Start representation.

4. The program must identify, coordinate, integrate, and utilize existing community resources and services (public, reduced-fee, or no-fee) on an as-needed basis to provide nutritional, health, social, and psychological services for its children and their families. Home Start proposals should include written statements from existing agencies that their services will be provided to Home Start families.

a. Nutrition

Good nutrition is a vital prerequisite for any child development program. In Home Start the nutrition component is aimed primarily at helping parents make the best use of existing food resources, through food planning, buying, and cooking. However, when food is actually not available to a family, Home Start staff will make every effort to provide it, and to put the family in touch with whatever community organization can help on a regular basis.

Nutrition education must recognize cultural variations in food preferences and supplement and build upon these preferences rather than attempt to replace them. Thus, food items that are a regular part of the family's diet will be a major focal point of nutrition education.

b. Health

Every effort will be made to provide health services through existing resources---Federal, state, or local---to be paid for by these existing resources. Home Start children will receive the same health services as Head Start children, but Home Start staff efforts will be directed more to securing service through referral and follow-up. However, when no other source is available, Home Start will provide children with paid services.

Home Start will provide linkages with existing health services for the entire family unit on an as-needed basis, but cannot provide payment for such services.

c. Psychological and Social Services

Home Start will provide needed services through existing community resources or within the sponsoring Head Start program. These services will include referral and follow-up of parents and children to agencies for family or job-related problems.

5. The program must provide the services listed in 4. above when there are no existing resources for them in the community.
6. The program must help parents enhance the total development (including cognitive, language, social, emotional, and physical) of all their children.

Curriculum for Children

While most programs in operation are somewhat eclectic in their approach, programs may draw upon the work and

experience of researchers such as Dr. Bettye Caldwell, Dr. Ira Gordon, Dr. Susan Gray, Dr. Rick Heber, Dr. Merle Karnes, Dr. Ron Lally, Dr. Phyllis Levenstein, Dr. Glen Nimnicht, Dr. Earl Schaefer, and Dr. David Weikart, and the research of some of the regional educational laboratories such as the Appalachia Educational Laboratory.

Whatever the educational program or philosophy of a Home Start, it should have a plan or system for developing individualized or "personalized" educational programs for its children.

Further, the education program---as well as all program components---must fit the needs of the locale by taking into account appropriate local ethnic, cultural, and language characteristics.

7. The program must develop and expand the role of parents as their own children's most influential educators.

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Parent Program

Deeply embedded in the Home Start concept is the idea that the parent is the first and most influential educator and "enabler" of his or her own children. While Head Start aims at involving parents as one means of helping the child, Home Start aims at involving parents as the major means of helping the child.

Home Start programs must give parents (or parent substitutes and other appropriate family members) an opportunity to learn about:

(1) Various approaches to child-rearing

(2) Ways of using elements of the child's typical environment---such as household articles, television, natural phenomena, magazines, grocery stores, etc.--- as teaching tools

(3) Ways to turn everyday experiences into constructive learning experiences for the child

(4) Ways of encouraging children's language development

(5) Ways to enhance children's social and emotional development

(6) Various possible effects of the interaction between parents, children, and other family members

(7) Specific information about health and nutrition

(8) Various resources in the community and how to use them.

8. The program must involve fathers (or father substitutes) as well as mothers (or mother substitutes) when possible.

9. The program must make provision for evening and weekend services to families.

10. The program must have a plan for recruiting, training, and supervising Home Start staff. This plan must include the use of trained paraprofessionals, parents, and volunteers. (See also Section VII.)
11. The program proposal must include a summary of a typical month's activities. If the program is already in operation, this summary should be based on an actual month's schedule.
12. The program must be willing to keep necessary records and participate in the evaluation study described in Section IX.
13. The program must be able to be operational by mid-March, 1972.
14. Programs are encouraged to provide career development opportunities for staff. For example, training of Home Start staff should qualify for academic credit, whenever possible. Trained Head Start parents should be considered for Home Start staff positions, and eventually trained Home Start parents should be considered for Head Start staff positions.

IV. THE DELIVERY OF HOME START SERVICES

Existing home-based programs have demonstrated a variety of systems for delivering services to children and their families, in their own homes. The national Home Start program will continue to explore a variety of delivery systems for comprehensive services, which may include:

1. Home visitor visiting home and working with parents and child
2. Home visitor, plus periodic group experience for children, coupled with daily early childhood educational television program such as "Around the Bend" from the Appalachia Educational Laboratory or "Sesame Street"
3. Home visitor visiting home and working only with parents or groups of parents.

All delivery systems must, of course, be developed to provide for all Home Start program components.

V. SELECTION OF HOME START PROGRAM LOCATIONS

As has been stated, for FY 72 there will be fifteen Home Start programs. There will be one demonstration Home Start in each of the 10 Department of Health,Education, and Welfare Regions, and, in addition, at least one each for Indian, Migrant, and Appalachian families.

The Indian and Migrant Programs Division of OCD will select the Indian and Migrant programs, and the Appalachian Regional Commission will select the Appalachian program. The two remaining programs will

be selected by OCD Headquarters, based on nominations by Assistant Regional Directors (ARDs) for OCD who identify in their Region more than one suitable program for Home Start.

The following procedures apply to the selection of the fifteen Home Start programs for FY 72.

Action	Date	Responsibility
1. Call or write OCD Headquarters (Dr. O'Keefe, Mrs. Kapfer, or Miss Seguin) to indicate the person in each Region to whom Home Start responsibilities will be assigned, and who will be making site visits and selecting candidate programs. (202) 967-5073 or 967-2517	IMMEDIATELY	Each ARD or designee
2. Identify possible program locations in each Region, making no commitments to any program.	AS SOON AS POSSIBLE, TO ALLOW MAXIMUM TIME FOR PREPARATION OF PROPOSALS	Each ARD for his/her own Region; ARC for Appalachia
3. Call OCD Headquarters (Kapfer, Seguin, or O'Keefe) to indicate the candidate programs (and their locations) under consideration. There must be a reasonable balance between urban and rural programs and OCD Headquarters reserves the right to ask any ARD to consider another program location to achieve an acceptable balance, if necessary.	IMMEDIATELY, BEFORE A FIRM INVITATION IS ISSUED TO ANY PROGRAM LOCATION	ARDs
4. Make site visits to determine or assure actual capability of candidate to implement a Home Start. Use program requirements in Section III as a guide.	AS SOON AS POSSIBLE AFTER RECEIVING OCD HEADQUARTERS' APPROVAL OF PROGRAM CANDIDATES	Each ARD or designee. Must be the professional designated in Action #1.

Action	Date	Responsibility
5. Invite one or more candidate programs to become Home Start programs.	AS SOON AS POSSIBLE	Each ARD
6. Attend meeting in a central location to discuss proposal preparation.	WITHIN 2 WEEKS AFTER HOME START GUIDELINES ARE DISTRIBUTED	ARDs, staff from candidate programs, and OCD Headquarters
7. Write Home Start proposals.	PROPOSALS DUE IN OCD HEADQUARTERS OFFICE BY FINAL DEADLINE OF JANUARY 3,1972	Staff from candidate programs and any technical assistance an ARD can provide.
8. Submit proposals to ARDs.	DETERMINED BY EACH ARD, WITH JANUARY 3 DEADLINE IN MIND	Candidate programs
9. Determine which proposal will be submitted as the prime proposal from his/her Region and which (if any) will be submitted as a candidate for one of the two "additional" programs.	DETERMINED BY EACH ARD, WITH JANUARY 3 DEADLINE IN MIND	ARDs
10. Submit proposals to OCD Headquarters.	JANUARY 3--FINAL	ARDs
11. Review proposals and indicate requirements for revision.	WEEK OF JANUARY 3	One representative for each ARD, OCD Headquarters, and several consultants
12. Send proposals back to candidate programs for revision, if indicated.	JANUARY 7	OCD Headquarters
13. Send revised proposals back to OCD Headquarters.	JANUARY 21 (See NOTE in next column)	Candidate programs. NOTE: An ARD may require candidate program to send

Action	Date	Responsibility
		revised proposal through the ARD. If so, ARD may impose a date prior to January 21 for receipt of revised proposal.
14. Notify ARDs and candidate programs of approvals.	JANUARY 28	OCD Headquarters
a. Begin process to effectuate grants	JANUARY 28	OCD Regional and Headquarters staff
15. Begin preparing for program--recruiting families and staff, training, etc.	JANUARY 31	Candidate programs
16. Tentative: plan and implement an orientation workshop for all local Home Start program staffs.	DURING FEBRUARY '72	OCD Headquarters, in conjunction with ARDs
17. Attend training meeting(s) in one or several central locations.	DURING FEBRUARY	Local program staffs, ARDs, and OCD Headquarters
18. Complete all recruiting, training, and other program planning.	MARCH 17	Local programs
19. Begin Home Start programs.	MARCH 20	Local programs
20. Monitor local programs.	PERIODICALLY	OCD Headquarters, via a monitoring arrangement or contract.

In sum, each ARD (or designated representative) will be responsible for selecting a Home Start site for his or her own Region. Each selection will be reviewed by a committee of representatives from each ARD, OCD Headquarters, and outside consultants. Any recommendations for

proposal revision made by the review committee must be incorporated in the proposals before proposals will be approved.

Minimum Criteria for Candidacy as a Home Start Program

In order for a program location to be considered as a Home Start program, it must meet the following criteria:

1. Have had a home-based program for at least one year or show evidence of extensive planning for a home-based program prior to September, 1971.
2. Show evidence that the existing or proposed program can be developed to meet minimum program requirements described in Section III and family recruitment requirements described in Section VI.
3. Show willingness to participate in the OCD-funded evaluation study briefly described in Section IX and to be described in detail at a later date.
4. Show evidence of ability to coordinate and integrate existing health, nutritional, psychological, and social services and resources so that they can be provided on an as-needed basis.
5. Show evidence of availability of training and technical assistance in supporting and implementing the Home Start program.
6. Submit evidence (letter) from CAA, Head Start, or other agency indicating that it can and will serve as fiscal agent for the Home Start program.

VI. RECRUITMENT OF FAMILIES FOR HOME START

Each Home Start program must have at least 80 participant families. The program should give preference to families with larger numbers of young children. If 80 families are not actively enrolled within ninety days after the program begins, the budget will be reduced proportionate to the number of families and children enrolled, and the difference will be shifted to programs with greater capacity for growth.

A. Age and Economic Criteria

Current Head Start age and economic eligibility requirements must be met for at least one child in a Home Start family. Thus, the Home Start "target" child must be 3, 4, 5, or 6 years old. However, all younger siblings will also be served in the program and will be considered as Home Start children.

B. Additional Recruitment Criteria

As stated in Section VIII, it is planned that the Home Start programs funded in FY 72 will be funded for a three-year period, with second and third year funding contingent upon (a) the Home Start program's ability to meet the evaluation requirements briefly described in this section and Section IX and to be detailed later, and (b) availability of funds.

These evaluation criteria have implications for recruiting families into Home Start for FY 72.

1. If there is a number of potential Home Start families sufficient to double the size of the program in Year 2,

then at least 75% of the families recruited for Year 1 should be families which are likely to stay in Home Start for two years. This means that at least 75% of the families should have one or more children who will be of Head Start age for two years, or until September, 1974. NO CHILDREN SHOULD BE RECRUITED FOR YEAR 1 WHO WILL ENTER SCHOOL IN SEPTEMBER, 1972.

2. If 1. above is not feasible, then 50% of the families recruited should be families which are likely to stay in Home Start for two years, by reason of age of children.

3. For the second year of Home Start, programs will recruit twice the number of families to be served, and will randomly assign half the families to the second year program. The remaining families will serve as a comparison group for the second year of Home Start, <u>but will be guaranteed a place in the third year of Home Start</u>.

4. Clearly, the emphasis is on recruitment of Home Start families with younger children; during the first year, no more than 25% or 50% of the families should have children who will enter school in September, 1973, unless these same families also have children in the 2-5 age range.

5. If the mother in a Home Start family becomes employed and places her child or children in a day-care setting, the family may continue to receive Home Start services if it wishes.

6. Home Start programs should, where possible, over-recruit for Year 1, so that vacancies can be filled as quickly as possible when original families prematurely terminate for some reason.

VII. TRAINING OF HOME START STAFF

Programs must submit a staff recruitment plan and a training plan including content of proposed pre- and in-service training program, method of teaching the content, description of training staff or consultants, and provisions for continued in-service training. Local Home Start staff must attend national or regional Home Start Workshops, if such are offered.

In hiring staff for Home Start, such as Home Visitors, preference should be given to individuals from the area being served who are sensitive to the culture and needs of the participant families. However, the ultimate criterion is the individual's ability to further the objectives of the Home Start program.

Home Visitors who are part of a Home Start program should, where possible, be people who are:

1. from the same culture as families in the program
2. good listeners
3. knowledgeable about child development
4. knowledgeable about "people development"
5. knowledgeable about all program components (not just education).

In selection of Home Visitors, programs should emphasize attitudes, values, cultural, and language background rather than academic credentials.

VIII. ADMINISTRATION OF HOME START PROGRAMS

A. Funding

Home Starts will be funded through supplemental grants to existing Head Start programs, Community Action Agencies, or other agencies which by law or by regulation are capable of receiving a supplemental Head Start grant for a Home Start program. Home Start programs will be responsible for obtaining program consultants from their funding.

The Home Start budget for FY 72 is $1.5 million. Local Home Start programs will be funded at an approximate level of $100,000 for the first 12-month period. Home Starts funded in FY 72 will be funded for a second and third year, contingent upon compliance with evaluation and recruitment requirements stated in Sections VI and IX, and the availability of funds.

B. Relationship Between Home Start and Grantee or Applicant Agency

1. Proposals must describe the relationship between Home Start and the grantee agency.
2. Organizational lines must be indicated.
3. A letter from the grantee agency must be submitted indicating that it can and will serve as the fiscal agent for the Home Start program.

C. Budget

Program budgets must include categories, if appropriate, for:

Personnel[1]

Fringe benefits

Equipment

Supplies

Consumable

Non-consumable

Consultants[2]

Travel

Local

Non-local

Telephone, postage, reproduction

Training

Overhead, rent, utilities

Contingency fund

Information on funding Home Start programs will be sent to program candidates later, since the possibility exists that the requirement for in-kind contribution (which is usually 20% for Head Start programs) may be reduced for Home Start programs.

D. Scheduling of Home Start Years 1-3

Home Start will be scheduled as follows:

Year 1:	March 1972-July 1973	(17 months)
Year 2:	July 1973-July 1974	(12 months)
Year 3:	July 1974-July 1975	(12 months)

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1 Program proposals must describe staff functions, necessary qualifications, and organizational lines of authority.

2 Names, resumes, and rates of pay for consultants must be specified. OCD can identify possible consultants upon request by program.

IX. EVALUATION

By June 30, 1972, a report will be prepared by OCD Headquarters containing basic data on Home Start children and services and describing the process of installing Home Start programs.

OCD Headquarters has responsibility for planning, implementing, and funding the Home Start evaluation. Local programs are not required to expend part of their program funds for evaluation. A detailed evaluation plan is under development. In essence, this plan calls for making second and third year (continuation) funding of first year programs contingent upon the willingness of programs to turn from demonstration programs into programs that can be rigorously evaluated, as well as availability of funds.

The advantages of this plan are that:

1. Evaluation requirements are not criteria for first year funding, except for recruitment of families (as described in Section VI).
2. Programs have 17 months to work out the problems in their operations and to gear up for the major evaluation component.
3. When the rigorous evaluation is done, it will be done on programs whose operations are more likely to reflect accurately their philosophies, objectives, and plans.
4. The resulting evaluation/research study will be more likely to permit OCD to make inferences and decisions about Home Start-type programs.